



Report 10.589
Date 12 October 2010
File E/06/37/03

Committee Te Upoko Taiao - Natural Resource Plan Committee
Author Riki Ellison, Manager Māori Relations

A proposal for cultural values assessment, monitoring and integration into the plan development process

1. Purpose

To propose a process for recognising, assessing and providing for Iwi values and interests in natural resource management within the Wellington Region through the Regional Plan.

2. Significance of the decision

The matters for decision in this report do not trigger the significance policy of the Council or otherwise trigger section 76(3)(b) of the Local Government Act 2002, and will help inform the committees decision making in future.

3. Identifying Māori Values

To provide a context for discussing Māori values, it is helpful to briefly understand the principles of the Māori world view. These have been described in more detail in previous reports to Te Upoko Taiao - Natural Resource Plan Committee (Reports 10.370, 10.449).

3.1 Māori World View

In the Māori World View all natural resources share a common whakapapa. All things (animate and inanimate) descend from Ranginui (the sky father) and Papatuanuku (Earth Mother). Their many children are the atua (deities or gods) of the various resources. For example, Tane Mahuta, the god of the forest and creator of Hine ahu-one the first female form; Tangaroa, the god of the ocean and originator of all aquatic life; Rongomatane, the god of cultivated food.

This shared whakapapa means all things are connected and the individual mauri (life force) of resources is inseparably connected with all other natural resources.

This is encapsulated in the whakatauki:

Toitu te marae a Tane	<i>If the domain of Tane is healthy</i>
Toitu te marae a Tangaroa	<i>If the domain of Tangaroa is healthy</i>
Toitu te Iwi	<i>The people are healthy</i>

A reduction in the mauri of one resource will affect not just that resource, but all other connected resources. The impact being most significantly felt by resources close by for example, a reduction of the mauri in a stream from pollution will have a direct impact on the mauri of the animals or plants within that stream, a significant but perhaps lesser impact on the plants and animals around the stream, with potentially no impact on fish or plants in an unconnected catchment. This is a simplified example but reflects the understanding Iwi have of the interconnectedness of natural resources.

The two key concepts underpinning the management of natural resources from a Māori cultural perspective are kaitiakitanga and ki uta ki tai.

3.2 Kaitiakitanga

The understanding of the shared whakapapa between all things forms the basis of Kaitiakitanga. Kaitiakitanga is defined by the RMA as guardianship. However the true meaning of the term is much wider than merely guardianship. Kaitiakitanga is a holistic management framework for ensuring human interaction with the natural environment occurs in a respectful way, consistent with the whakapapa connections between all things. Kaitiakitanga exercised effectively ensures resources are utilised in a way that provides for both current and future generations.

Prior to colonisation kaitiakitanga was at the centre of a well ordered system of natural resource management, ‘ownership’, and use. However, the impacts of colonisation and associated loss of political and economic power and the resulting changes in ownership of land and other resources have had a profound impact on the relationship of Māori with their traditional lands and resources. Māori no longer exert the same degree of ownership or management control over all resources.

3.3 Ki Uta Ki Tai – Mountains to the Sea

Ki Uta Ki Tai, (mountains to the sea) is also an important concept in Māori resource management. Ki Uta Ki Tai incorporates a total catchment management approach.

4. What do Iwi want in managing the environment?

Generally Iwi are seeking two outcomes from increased involvement in natural resource management decision making:

- Recognition of their traditional mana/authority over their natural resources and their role as kaitiaki (*Mana Whakahaere*)

- Improved environmental outcomes (consistent with their obligations as kaitiaki) (*Mana Kaitiaki*)

Increasingly Iwi are also taking on a range of economic development activities and are seeking to enhance and protect the viability of these operations alongside their expectations for environmental enhancement. This is leading to increased recognition that economic growth does not have to come at the expense of the environment and the outcomes Iwi are seeking are for both the economy and the environment.

The importance of Iwi input into natural resource management planning was recognised in the 2005 RMA amendments that strengthened the requirements to engage with iwi at the planning stage (while also reducing the need to consult with Iwi on individual resource consents). These amendments also increased the consideration given to Iwi planning documents in plan development (it is noted that none of the mana whenua iwi in the Wellington region have iwi planning documents).

Many of the models being created through Treaty Settlements, or as in the case of Te Upoko Taiao - Natural Resource Plan Committee, proactively initiated by Regional Councils, are seeking to give Iwi greater involvement in decision making processes.

These models give Iwi the ability to more directly influence regional decision making processes regarding natural resources, albeit still within the constraints of the existing legislative framework.

By including appointed members who bring a knowledge of Māori relationships to land, water and toanga, Te Upoko Taiao - Natural Resource Plan Committee provides a direct role for iwi in decision making. This recognises both their traditional relationship with natural resources in the Wellington region, and also provides an opportunity for enhanced input into the decision making process.

5. Implications for Te Upoko Taiao - Natural Resource Plan Committee

Iwi having direct input into the decision making process as decision makers is a significant shift from their previously limited role as stakeholders and submitters into a process where they had no direct decision making role.

While Te Upoko Taiao - Natural Resource Plan Committee harnesses knowledge of the Māori world view, for Te Upoko Taiao - Natural Resource Plan Committee to be able to incorporate those interests effectively, Iwi need to clearly articulate their values and the outcomes that will provide for those values (such as the restoration of water quality to a certain level).

While most Iwi are able to discuss their values regarding natural resources in generic terms, the challenge for Iwi is to articulate that information in a format that will enable Te Upoko Taiao - Natural Resource Plan Committee to identify appropriate objectives and then develop both regulatory (e.g. policies and

rules) and non-regulatory (e.g incentive based options) methods to achieve those objectives.

Also, as noted above, while Iwi are now in a decision making role, the framework within which decisions are made remains constant and will require a continued balancing of a wide range of interests.

Greater Wellington plans and policy statements have previously taken a generic approach to describing Māori interests and values. For example the proposed Regional Policy Statement includes provisions for generic Māori values but does not include resource specific values or outcomes.

The description of these values and more importantly outcomes (objectives) needs to be taken to a more detailed level to enable them to be effectively provided for through the regional plan.

6. Identifying and describing Māori values

The Wellington Region incorporates a number of distinct catchments, and sub-catchments as well as a wide range of natural resources, ranging from high altitude mountain ranges to marine resources and everything in between. There are also wide ranging land uses between and within catchments, including a diverse range of urban, suburban, and rural land use profiles.

There are also 7 mana whenua Iwi groups recognised by Greater Wellington, and within these groups a range of capacity and understanding of natural resource management issues.

Given the wide regional variation in both resources and Iwi there are likely to be a diversity of view points on natural resource management and varying priorities within different catchments.

Only Iwi are able to identify their interests and values across the range of natural resources within their rohe. How each Iwi chooses to identify their interests and priorities will be determined by them. However, Greater Wellington can provide support and assistance to that process. This may include access to information, for example state of the environment information, soil quality, land use information, or hazard classification etc.

As noted above, for these values and interests to be effectively represented in the plan, they need to be identified and articulated in a way that enables them to be provided for through the plan.

Each mana whenua iwi authority will need to liaise with their members in identifying and agreeing on prioritised outcomes within the Iwi that will support Te Upoko Taiao - Natural Resource Plan Committee taking into account their views in the decision making process.

The RMA requires councils to take into account Iwi planning documents (commonly referred to as Iwi Plans) in the development of regional and district plans. A range of Iwi throughout the country have developed Iwi management

plans which may also provide a framework for mana whenua Iwi in the Wellington region to work through identifying their own priorities.

7. Translating values into outcomes/objectives in the plan

Iwi interests are often identified in terms of values, such as mauri for example. However to provide the required certainty in the plan, values such as mauri need to be translated into outcomes/objectives that can then be provided for through policies, rules and other methods (including non-regulatory options).

Each mana whenua iwi authority needs to determine how and what information they wish to provide into the Te Upoko Taiao - Natural Resource Plan Committee process. Ideally each iwi will:

- Identify (confirm) and prioritise their environmental values within their rohe
- Work with Greater Wellington to identify what outcomes will support their values being provided for (e.g. levels of water quality, or stream flow),

For example:

A **value** identified by iwi might be to improve the mauri of Mangatarere Stream.

An **objective** in the Regional Plan to support this value therefore might be:

- Objective 1 – improve water quality in Mangatarere Stream to a level appropriate to support native fish habitat by reducing the nitrogen and phosphate in the stream through reduced discharges.

A **policy** (or policies) could then be put in place, such as:

- Policy 1.1 – Limit the discharge of nutrients into the stream by controlling either direct discharges (point source); or less directly, but potentially more broadly, through controlling land use¹.
- Policy 1.2 – Require all agricultural land users to ensure all stock is excluded from streams within their property and to undertake riparian planting.

The Horizons OnePlan includes an example of a rule that supports the policy framework above:

- *Rule 1 – b) Dairy cattle must be excluded from: (i) wetlands and lakes that are a rare habitat or threatened habitat, and (ii) beds of rivers that are permanently flowing or have an active bed width greater than 1 m, other than at any specific location where access is required for dairy cattle to cross the river in which case (c) applies.*

¹ The Environment Waikato model for controlling nitrogen discharge into Lake Taupo to maintain and ultimately improve water quality is an example of this.

(c) Rivers that are permanently flowing or have an active bed width greater than 1 m, that are crossed by more than 1350 dairy cattle movements per week, must be bridged or culverted and run-off originating from the carriageway of the bridge or culvert must be discharged onto or into land...

Another **objective** to support the enhancement of the mauri of the Mangatarere stream, with a supporting **policy** and **rule** could be:

- Objective 2 – Improve the water quality in Mangatarere Stream to a level that will support native fish habitat by managing the volume of water within the stream.
- Policy 2 – Establish a minimum flow regime within the Mangatarere Stream that is flexible enough to support native fish habitat. Minimum flows could be established at a level appropriate to ensure sufficient flow at all times to support native fish habitat.
- Rule 2 – Allocation limits for the Mangatarere Stream (the example below is taken from current Regional Freshwater Plan)

Part of the river/ stream within which allocations in columns 4, 5 6 & 7 apply	The location of recorders where flows in columns 3, 5, 6 & 7 are measured	Minimum Flow (litres/second)	Core Allocation (litres/second)	Flow required for supplementary allocation (litres/second)	Flow below which first stepdown allocation takes effect (litres/second)	First stepdown allocation (litres/second)	Flow below which second stepdown allocation takes effect (litres/second)	Second stepdown allocation (litres/second)
[Mangatarere Stream from the headwaters to the Belvedere Road bridge, including any tributaries]	The Gorge	240	180	1200**	330	90	240	0***]
[Mangatarere Stream from the Belvedere Road Bridge to the confluence with the Waiohine River, including any tributaries]	The Gorge	200	140****	1200	270	70	200	0]

Through the identification of the value highlighted earlier, to improve the mauri of the Mangatarere Stream, a series of non-regulatory options can also be prepared in a regional plan. For example, a non-regulatory option could be:

- Non-Regulatory Option – Provide support to farmers for riparian fencing and planting. This could include farm plan options such as we currently use for hill country and soil erosion purposes, subsidised fencing costs, and/or subsidised native plants for riparian planting.

8. Balancing Competing Outcomes

Improving environmental outcomes may in some instances require changes to existing activities, such as a reduction in water allocation to meet minimum flow requirements, or altered land use to meet discharge rules. In setting new rules through the plan, both the community (including Iwi) and particularly Te Upoko Taiao - Natural Resource Plan Committee, will need to make some potentially difficult decisions balancing potential economic interests with improved social, cultural, or environmental outcomes.

Iwi also need to be considering the potential implications in determining their own priorities. Te Upoko Taiao - Natural Resource Plan Committee will need to balance these implications in determining what will and will not be provided for through the plan. Not all expectations can or will be met. Iwi need to prioritise their interests (social, cultural, and economic, and environmental) to assist Te Upoko Taiao - Natural Resource Plan Committee in appropriately balancing competing outcomes. Outcomes Iwi are likely to be seeking will also likely be both generic, such as improved water quality within a catchment, as well as site specific such as the protection of a wahi tapu for example

Changes in the use and allocation of natural resources can have significant costs, both directly and indirectly. The community, including Iwi, need to assess the value and cost of any improved environmental outcomes with the economic opportunity cost of those changes.

Valuing non-economic outcomes such as improved environmental outcomes or enhanced mahinga kai (food gathering resources) is not easy and will provide some challenges for Te Upoko Taiao - Natural Resource Plan Committee, and for the Iwi and wider community in establishing their priorities.

9. Shared Objectives

While the underlying values may differ, for practical purposes many of the outcomes Iwi will be seeking are likely to be shared with the wider community. For example the wider community are likely to want outcomes such as improved water quality and improved environmental outcomes.

10. Managing Values Outside of the Plan

Not all values and expectations will fit within the natural resource plan framework. For example, restoring the health of Porirua Harbour. While the plan will assist in managing future discharges from the catchment into the harbour, restoring the range of cultural values within the harbour compromised by the degradation as a result of historical discharges will fall mainly outside of the scope of the plan process. For instance, the regional plan may not be able to directly address the issue of fish stocks or shellfish gathering, but the policies and rules in the plan will be able to indirectly assist with reducing the impacts on the environment that adversely affect habitat for shellfish and fish.

The enhanced relationship model Greater Wellington is establishing, both collectively through Ara Tahi, and individually with each of the Iwi will provide a forum for further discussion between the Council and Iwi on matters such as this.

11. Monitoring

The new regional plan will not provide immediate environmental improvements, however the objectives identified through the plan and the associated rules should over time deliver improved environmental outcomes.

Environmental monitoring provides a measurement of the progress towards the objectives and expected environmental outcomes. Cultural health monitoring serves the same purpose, monitoring progress towards improving environmental outcomes from a Māori perspective.

Once the objectives and expected environmental outcomes are determined through the plan development process, then a programme can be designed to monitor progress toward achieving them. Initially the current health of the environmental resources needs to be established as a baseline and subsequent monitoring will determine if environmental outcomes are improving or declining.

In a range of areas Iwi will want to undertake their own environmental monitoring to measure outcomes and values that are not captured by Greater Wellington's environmental monitoring programmes.

Given the wide range of environmental monitoring that is undertaken and will be required over time it is not realistically possible for iwi to be involved in all aspects of environmental monitoring.

However, as noted above there are likely to be similar outcomes being sought by Māori and the wider community. In a range of circumstances data gathered through general environmental monitoring programmes may also provide sufficient information to iwi regarding progress towards meeting their environmental expectations.

There are also opportunities for Iwi to engage directly with Greater Wellington environmental monitoring staff and potentially collect data on Iwi cultural values alongside Greater Wellington staff.

Developing a monitoring programme for Iwi values in partnership between Iwi and Greater Wellington will assist both sides in tracking and monitoring environmental performance.

Over time the environmental monitoring programme will provide evidence of changed environmental outcomes as a result of the plan and/or other non-regulatory activities, and enable Iwi, the general community, and Greater Wellington to monitor progress towards expected environmental outcomes.

12. Next Steps

To assist the mana whenua Iwi Authorities in engaging with Te Upoko Taiao - Natural Resource Plan Committee in the plan development process Greater Wellington will:

- Undertake a review of all existing information, including Waitangi Tribunal reports and other historical information and reports regarding Māori environmental values within each Iwi rohe and provide this to the relevant mana whenua Iwi authorities
- Collate and identify priorities identified by Iwi during the recent Natural Resource Plan Workshops
- Collate relevant scientific and other council information on natural resources within each Iwi rohe, and work with the relevant Iwi to interpret this information in a way that supports the Iwi understanding of both the state of their environment and the likely cause and effect of any changes
- Support Iwi authorities in identifying their expected environmental outcomes and priorities, including engaging with their communities, and also to develop necessary levels of understanding regarding the role of Greater Wellington and the natural resource plan
- Work with Iwi to identify where there are common outcomes/objectives shared with other parts of the community; and where there are outcomes and objectives specific to Iwi.

We will need to approach mana whenua Iwi to assist us in understanding cultural values and how they might fit into the regional plan. Some issues needing to be addressed through this dialogue may include:

- Identification of gaps in the existing information regarding Iwi values, expectations and priorities
- How to balance their interests across environmental, social, economic, and cultural values
- How best to engage with mana whenua iwi to achieve this
- How to best work with Te Upoko Taiao - Natural Resource Plan Committee to ensure the committee understands the priorities and

expectations of Iwi so they can provide appropriate policy responses, objectives and rules to enable the desired outcomes to be met.

The integration of cultural values into the plan is a complex process. However, the next steps identified above provide a framework for this to happen. It is suggested that to best incorporate this work into the plan development process itself, the proposed working group (refer to report 10.588) be tasked with developing a draft project plan to consider how to best do this.

13. Recommendations

That the Committee:

1. ***Receives the report.***
2. ***Notes the content of the report.***
3. ***Endorse the proposed approach as outlined in Section 12 of this report.***

Report prepared by:

Riki Ellison
Manager Māori Relations

Report prepared by:

Miranda Robinson
Team Leader
Environmental Policy

Report approved by:

Nigel Corry
General Manager,
Environment Management
Group